

**METRO SOCIAL SERVICES RESPONSES TO
RECOMMENDATIONS MADE IN MAXIMUS PERFORMANCE
AUDIT IMPLEMENTATION REVIEW and QUESTIONS POSED BY
THE BUDGET & FINANCE COMMITTEE OF METRO COUNCIL**



**METROPOLITAN DEPARTMENT OF SOCIAL SERVICES
OF NASHVILLE AND DAVIDSON COUNTY**

May 8, 2007

**GERRI ROBINSON
EXECUTIVE DIRECTOR
METRO SOCIAL SERVICES**

The mission of Metro Social Services is to provide research, planning, coordination, and family support products to the most vulnerable people in Davidson County so they can experience the best quality of life possible.

TABLE OF CONTENTS

INTRODUCTION	2
RESPONSE TO COUNCILMAN GREER	3
<ul style="list-style-type: none">• FAMILY SERVICE PROGRAM COST• SAVINGS PROJECTED BY MAXIMUS• 06/07 HOMELESS COMMISSION BUDGET	
RESPONSE TO COUNCILMAN HUNT	6
<ul style="list-style-type: none">• 24 HOUR EMERGENCY ASSISTANCE	
RESPONSE TO COUNCILMAN COLE	8
<ul style="list-style-type: none">• SUMMER CAMP PROGRAM	
RESPONSE TO AUDIT REVIEW UPDATE	12
ATTACHMENT: UPDATE OF AUDIT RECOMMENDATIONS	

RESPONSE TO COUCILMAN GREER

How much of the Family Services program budget covers salaries for Social Workers?

MSS Response:

Only about 50% is for salaries and fringes - with the balance for other costs including summer camp. Below is a breakdown of the budget - including the positions that are funded in this business unit.

	FY2008 Budget
salaries	486,800
fringe benefits	183,900
	<hr/>
total personal services	<u>670,700</u>
contracted services	38,900
internal service fees	128,000
Supplies	1,000
insurance premium	14,200
Rent	10,900
aid to families (includes summer camp)	408,400
	<hr/>
total other expense	<u>601,400</u>
	<hr/>
Grand Total Family Services Program	<u>1,272,100</u>

Positions

Position	SR	ID #	HC	FTE
SW 3	10	04835003	1	1.00
SW 3	10	04835004	1	1.00
SW 3	10	04835005	1	1.00
Program Coordinator	09	06034001	1	0.85
Program Coordinator	09	06034002	1	1.00
SW 2	09	07260006	1	1.00
PM 2 - Family Preserve Supervisor	12	07377001	1	1.00
Program Specialist 3	10	07380001	1	1.00
Program Specialist 3	10	07380002	1	1.00
SPM - Direct Adult & Family	15	07762001	1	0.20
OSS 1	07	10123001	0	0.40
OSS 1	07	10123002	1	0.40

total positions

11 9.85

What were the cost savings projected by Maximus in contracting out homemaker and nutrition services to the private sector?

MSS Response

Projected savings from Maximus and MSS were:

Maximus 20004			Metro 2007		
Nutrition	Contracted to an external provider; or assigned to MAC	\$55,000	Eliminate Info Tech position		The Info Tech position was eliminated in 2005
Homemaker	Contracted to an external provider	\$242,000	Provider would eliminate most of the supervision, SW and the support positions	\$ 249,468	The support position was eliminated in 2005
<u>\$297,000</u>			<u>\$249,468</u>		

Program Manager 2

retain

Program Spec 2

41,879

Program Supervisor	40,448
Program Supervisor	49,884
Program Supervisor	52,580
Program Supervisor	retain
	184,791
fringe benefits	<u>64,677</u>
	<u><u>249,468</u></u>

Could not eliminate all staff - MSS would need to monitor program - service delivery for both programs

What is the 06/07 budget allocation to the Homelessness Commission? How are the funds used; and what is the unduplicated count of customers served to date?

MSS Response:

Homelessness Commission Budget FY 06-07 (\$500,000)

Park Center \$180,730

Primarily for SSI/SSDI Outreach, but also for employment assessment, placement and support, employment survey, psychological evaluations, and conducting the homeless count.

Submitted applications for 49 unduplicated chronically homeless persons for SSI/SSDI (currently 97.5% success rate).

Eckman/Freeman \$291,270

Primarily for Wraparound Case Management Services, but also for medical equipment, prescription medication, document retrieval, medical equipment, attendant care, deposits, utilities rental assistance.

Unduplicated number of chronically homeless persons served during program: 41 approximately 20 served each month.

McNeely, Piggott & Fox \$25,000

Community awareness assistance, including listening tours, newsletters, promotional activities.

Research \$3,000

To conduct study on the real cost of homelessness.

(An additional \$100,000 for the NASH Homeless Management Information System was carried forward from FY 05-06.)

RESPONSE TO COUNCILMAN HUNT

Develop a proposal with fiscal note for the assignment of one position in MSS to be on call 24 hours to respond to requests for emergency assistance.

MSS Response

Financial Assistance/Expanded Hours – Council Report

There is an increasing need for financial assistance. As previously reported to the Metropolitan Council, about 85% of the people who contact MSS are seeking financial assistance for basic needs. The requests for financial assistance are often related to maintaining stable housing, utility services and food for their families. On July 1, 2005, the funds to provide direct financial assistance were transferred from MSS to the Metropolitan Action Commission.

Cost of Expanding MSS Hours

To expand service hours until midnight each weekday would cost an additional \$65,279.26 per year (for one Social Worker 3 position).

To expand service hours to 24-hours a day each weekday would cost an additional \$130,884.16 per year (for two Social Worker 3 positions).

To add 24-hour weekend shifts would require hiring two additional social workers, which would approximately double the cost to about \$260,000 per year.

This covers the cost of staff to provide Intake & Assessment, Referral, Case Management or other services. For each of these three expansions, there would also be minimal additional costs for supplies and related incidental expenses.

It does not include funds for any direct financial assistance which would be needed for persons who were seeking assistance.

<i>Staff Expense</i>	<i>4 pm-Midnight</i>	<i>Midnight-8 am</i>	<i>Total</i>
Salary (Social Worker 3+shift differential)	\$42,946.88	\$43,161.12	\$86,108.00
Fringe	\$17,178.75	\$17,264.45	\$34,443.20
Part-Time to fill in absences or overtime	\$5,153.63	\$5,179.33	\$10,332.96

Total Personnel	\$65,279.26	\$65,604.90	\$130,884.16
------------------------	--------------------	--------------------	---------------------

In providing expanded hours, there are additional issues to consider:

- For safety reasons, employees working after normal business hours would need to be located in a secure facility.
- If employees worked after normal business hours, there are few other agencies open, so it would be unlikely that they could identify financial resources after-hours.
- Even if financial resources were identified after-hours, utility companies would not be open and utilities could not be restored until the utility companies again opened for business. If the financial assistance was for rent to prevent eviction, the offices of apartment managers are rarely open after standard business hours.

Alternative Outsourcing Option

Since 2005, United Way has provided 2-1-1 telephone information line which is operated by Family and Children's Service on a 24-hour a day, 7 day a week basis. This 2-1-1 service answers telephone calls from Nashville and the surrounding area, with 64% of its calls from Nashville in 2006. A report from the 2-1-1 telephone information line indicates that in 2006, they received numerous calls about basic needs: Food 14,499, Utilities 12,322, Financial 11,074, Rent 8,393 and Housing/Shelter 6,412.

According to the 2-1-1 web site (<http://www.211tn.org/help.html>): "It is the function of 2-1-1 to provide information about and referrals to a broad range of human service agencies. Information and Referral Specialists will provide as much information as possible to individuals who call to enable them to make an informed decision about which of the available resources may meet their needs."

Because 2-1-1 is already a 24-hour a day service which provides information about basic needs, there is a possibility that MSS could contract with United Way/Family & Children's Service so that calls to MSS during hours when MSS is not open could be forwarded to 2-1-1. A system could be developed so that 2-1-1 staff could provide reports to MSS the next business day on any situations which need further attention.

This could probably be done at less than the \$255,000 it would cost for MSS to operate a 24-hour a day, 7 day a week service. Again, whatever the cost of the contract would be (whether \$100,000 or some other amount) does not include funds for any direct financial assistance.

Response to Councilman Cole

What is the cost and funding source of the Metro Social Services Summer Camp Program?

MSS Response

The Summer Camp Program was initially a component of the RV Community Services Program operated at the Richland Village campus. In 2005 with a cost of \$1,400.00 per child – the camp was a worth while experience, but very costly.

Taking the advice of the 2004 performance audit, this program was contracted out. As a result, we were able to provide this experience to many more children, while partnering with agencies in the community.

2006:

Children served	539
Camps	61
Expenditures	\$172,827.90

2007:

Children served	1,065
Camps	46
Expenditures	\$503,008.99

The program is funded in our Adult and Family Services Program (37102000.505303). These funds are designated to be used for assistance to the families that we serve. A maximum of \$1,500 is available for each family.

Eligibility Criteria

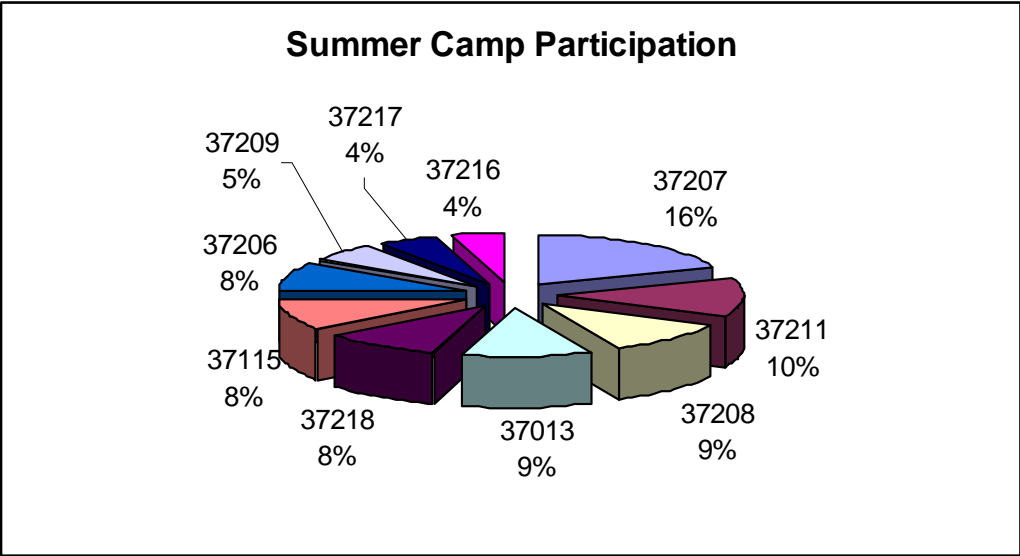
Eligibility is based on income – as verified by the parent's/guardian's most recently filed IRS tax return. Relative caregivers who do not have formal custody are also eligible to apply.

This year, Metro Social Services awarded up to \$600 per child to attend a MSS approved summer camp. Eligible children must be of school age (K-12).

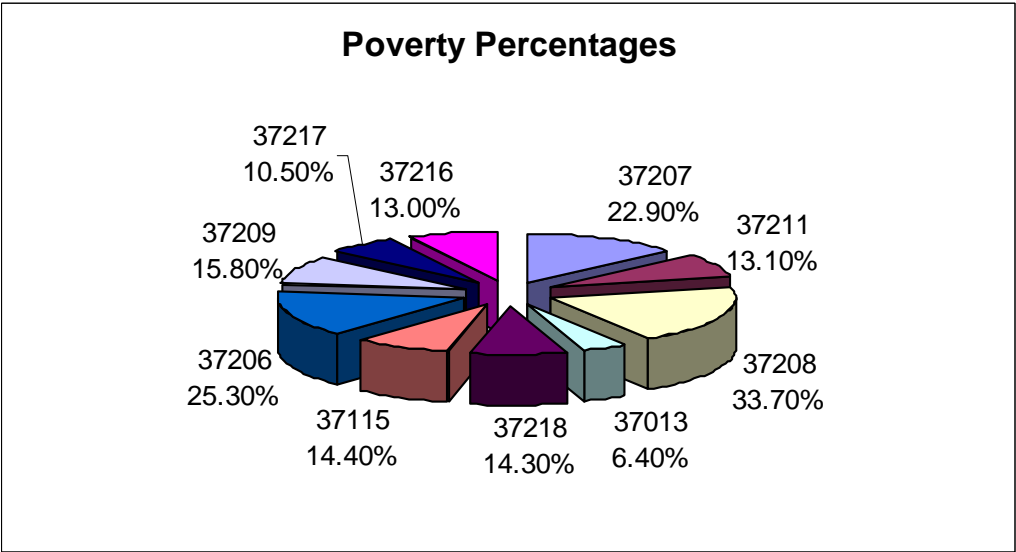
Camps

Boys & Girls Club	\$130,925.00	23.88%
McNeilly Child Care Center	\$45,150.00	8.24%
An Array of Charm Summer Charm Camp	\$25,750.00	4.70%
YMCA - Donnellson/Hermitage	\$23,625.00	4.31%
Camp Widjiwagan	\$21,715.00	3.96%
Read to Achieve	\$20,460.00	3.73%
Summer Enrichment Camp - City of Life	\$19,580.00	3.57%
Mt. Zion Summer Enrichment Camp	\$16,680.00	3.04%
Summer Odyssey - Cumberland	\$15,555.00	2.84%
18th Avenue Summer Enrichment Program	\$15,270.00	2.79%
Cheerleading and Dance Camp 2007	\$14,450.00	2.64%
YREEL Summer Enrichment - Martha O'Bryan	\$13,475.00	2.46%
Adventure Science Center	\$13,310.00	2.43%
Summer Odyssey - Dan Mills	\$12,705.00	2.32%
Camp U-Grow	\$12,600.00	2.30%
Camp Stars	\$9,260.00	1.69%
Camp Vandy	\$9,034.99	1.65%
Barefoot Republic Camp	\$8,795.00	1.60%
Summer of the Arts	\$8,175.00	1.49%
Summer Time Activities R Super (STARS)	\$8,075.00	1.47%
Summer Odyssey - McKissack	\$7,730.00	1.41%
Easter Seals Camp	\$7,465.00	1.36%
Slammin Jammin or Summer discovery	\$6,970.00	1.27%
Fruit Safari Summer Enrichment Program	\$6,590.00	1.20%
Brighter Days Program	\$6,540.00	1.19%
Summer Odyssey - Paragon Mills	\$5,585.00	1.02%
Gusto Girls @ Spruce Street	\$5,580.00	1.02%
Thrust Math & Science Program	\$5,500.00	1.00%
Summer Odyssey - Una @ mt. view	\$4,720.00	0.86%
Sylvan Learning Centers	\$3,784.00	0.69%
Salama Urban Ministries, Inc.	\$3,725.00	0.68%
Village Cultural Arts	\$3,705.00	0.68%
Summer Odyssey - Charlotte Park	\$3,635.00	0.66%
MAG Summer Enrichment Camp	\$3,600.00	0.66%
Stepping Stones, Yth Summer Sign, CampRise & Sign	\$3,500.00	0.64%
TAP	\$3,260.00	0.59%
New Hope Summer Enrichment Camp	\$2,540.00	0.46%
NCT Summer Camp	\$2,200.00	0.40%
MVP Basketball Group Instruction	\$2,150.00	0.39%
Summer Odyssey - Westmeade	\$1,800.00	0.33%
Wado-Ryu Karate Camp	\$1,800.00	0.33%
Summer Odyssey - Una	\$1,245.00	0.23%
Summer Odyssey - Gateway	\$1,245.00	0.23%
Nashville Zoo Summer Camp	\$1,200.00	0.22%

FB - Summer Enrichment Program	\$1,000.00	0.18%
Camp Holloway- Girl Scout	\$885.00	0.16%
Camp Possible of Empowering Endless Possibilities	\$635.00	0.12%
Red Gables, Big E Sports Camp	\$600.00	0.11%
Summer Odyssey - Hickman	\$600.00	0.11%
Summer Odyssey - Stanford	\$600.00	0.11%
Benton Hall	\$590.00	0.11%
Summer Odyssey - Brookmeade	\$560.00	0.10%
Cheekwood Summer Camp	\$519.00	0.09%
LEEP-Leadership Entrepreneurial Education Program	\$450.00	0.08%
Panther Band Camp	\$350.00	0.06%
LDHH	\$320.00	0.06%
BEST - Boys Exploring Science & Technology	\$250.00	0.05%
GAS- Girls and Science	\$250.00	0.05%
Summer Art Camp @ The Frist	\$0.00	0.00%



Data sources: Summer Camp 2007 registration zip codes; Data Places (internet) national poverty rates from 2000.



METRO SOCIAL SERVICES RESPONSES TO RECOMMENDATIONS MADE IN MAXIMUS PERFORMANCE AUDIT IMPLEMENTATION REVIEW

INTRODUCTION

In 2004, MAXIMUS conducted a performance audit of Metro Social Services culminating in an extensive list of recommendations regarding the manner in which services should be provided by the Department. The MSS Board of Commissioners approved by a vote of six to one to: **“accept the proposed business model of planning, coordinating, contracting, quality assurance, client intake and referral as the foundation of Metropolitan Social Services while at the same time looking at all current services the agency provides to determine where they best fit, whether it is contracted out, either to another Metro agency or outside the agency or retained.”**

At the request of the former chairperson, of the MSS Board of Commissioners, the Metro Department of Finance contracted with MAXIMUS in October 2006 to review and update the department’s progress in implementing all recommendations made in the initial performance audit. The results of the Metro Social Services implementation review were issued on April 14, 2007. At the point the audit was released, MSS staff were not afforded an opportunity to respond to the recommendations.

During MSS’ budget hearing, the Budget and Finance Committee of Metro Council requested that MSS respond to recommendations made by MAXIMUS in the follow up review. This document provides Council members comprehensive responses to all recommendations made in the audit update.

PLANNING AND COORDINATION

Performance Audit Recommendation

- Develop and maintain a long-range plan for the delivery of social services.

Status:

- Metro created the recommended Planning and Coordination function with some changes to the staffing allocation.
- Due to relatively short time since achieving full staffing, Director of Planning and Coordination and individual Coordinators continue work on tactical and strategic initiatives
- Integrated Services Coordinator position changed to Research Director Position.

Audit Update Recommendation

1. Executive Director should lead with vision and strategic planning effort that leverages new business model, the Results Matter performance management approach, and existing resource constraints to yield the greatest client service impact.
2. Restore Integrated Services Coordinator and fill position. Position should report to

Director of Planning and Coordination.

MSS Response:

The Executive Director continues to lead with vision, creativity and sensitivity to the needs of MSS customers, staff and public policy makers. These actions are evidenced in the following accomplishments:

- **MSS surveyed senior citizens regarding the transfer of the MSS Transportation program to the Mass Transit Authority. When afforded input into the process, seniors overwhelmingly accepted Access ride as their primary means of transport to nutrition sites, medical appointments and other events that provide socialization and prevent isolation. The number of seniors utilizing the services has increased from 60 to approximately 180 since February 2005.**
- **Created and garnered approval by the MSS Board of Commissioners for a pilot privatization project to assess the efficiency, efficacy and cost effectiveness of contracting nutrition and homemaker services to the private-non-for profit sector. The University of Tennessee was contracted to evaluate the project and provide cost analysis to present to the Board. Customer satisfaction survey results confirmed that 90% of seniors were satisfied with both MSS and Mid Cumberland Human Resources Agency. Implementation of the pilot project precipitated changes in legislation via an ordinance {BL 2005-858} requiring approval by Metro Council of all privatization contracts.**
- **While eliminating Richland Village Community Services as recommended in the performance audit, a summer camp program previously staffed with Metro staff was replaced with partnerships with several community organizations that provide summer camp experiences. The per child cost of the MSS run camp was approximately \$14,000. In FY 2006, 539 low-income children were provided camp vouchers with 61 camps at a cost of \$172,828.00. In FY 07, 1,065 children were provided camp vouchers at an average cost of \$600 per child with a total cost of \$503,009.00. Each parent was allowed to select the camp for their child. The majority of the vouchers were used for summer camps offering educational enhancement programs.**
- **Developed partnerships with Family & Children Services to provide training to relative caretakers rather than duplicate the service the agency already provided. The contract with Family and Children Services is in its second year.**
- **Convened a Roundtable of experts on planning and coordination to glean best practices and lessons learned. Participating experts emphasized that planning and coordinating public services is a long-term strategy that**

requires access to significant funding by the planning and coordinating entity to succeed.

- **Developed a partnership with Roof Top, a coalition of churches that provides support to families referred by MSS for assistance to prevent homelessness. Roof Top invested \$120,000 into this partnership while MSS staff provides case management support.**
- **Transitioned the financial assistance program to MAC while retaining case management responsibilities. Case management is pivotal to working successfully with individuals who do not qualify for assistance from MAC or when MAC exhausts all funds allocated for emergency assistance.**

Restore Integrated Services Coordinator and fill position. Position should report to Director of Planning and Coordination.

- **The Integrated Services Coordinator position cannot be restored. It was proposed and accepted as a position to be eliminated to comply with the Department's budget reduction target in the Mayor's budget.**

SOCIAL SERVICE COORDINATION

Responsibility for working with agencies throughout the County to assure a minimum of service overlap so that the greatest amount of resources within the County are spent on services, not on administration or duplication.

Status:

- Coordinators in Planning and Coordination are responsible for interaction with agencies throughout the County to minimize / eliminate service overlap.
- Coordinators continue efforts to facilitate inter-agency discussions and coordination.

Recommendation:

- A planning and coordination function requires access to relevant and timely data to support data-driven decision processes. Policies, procedures and practices that limit data acquisition and use by this group should be abandoned.

MSS Response:

- **Extensive work by research and systems staff culminated in the creation of a FACT PACK. This document presents data gathered from federal, state and local databases to document social trends in Davidson County. The first FACT PACK trend analysis was disseminated in 2005; it will be updated for the third time in September 2007. Public agencies such as MAC as well as faith based and small non-for profit entities have used this data extensively to respond to federal funders, grant applications etc.**

- **MSS senior managers receive printed copies of program data monthly. All senior managers including the Director of Planning & Coordination receive program data electronically on a monthly basis from the Systems Director. Additionally, the System Director's work assignments have been realigned to allow time for him to work closely with Planning and Coordination staff to place trend data into the data base.**
- **Clear and direct communication among all MSS staff is pivotal to a successful program. Toward that end, communication among all divisions has been strongly encouraged except in unique circumstances when it is deemed counter productive. A directive to planning and coordination staff to limit communication to all MSS direct staff was in response to the following e-mail from a Coordinator within the Division to all staff: "Subject: FW: Important Metro Budget developments for nonprofits: Some interesting stuff about Metro funding of non-profits. For example, did you know that Metro is contemplating giving the IMF \$120,000? And \$50,000 to JUMP? I'm thinking that we have a right to expect significant coordination from those non-profits to which Metro contributes significant dollars." The message was troubling in that it could leave the impression that the two non-profits cited should be viewed differently than other non-for profits for which the Mayor had proposed funding. On another occasion, the executive director suspended all Planning and Coordination outside activities for a six week period. This time was used to develop program infrastructure such as policies, & procedure manuals including protocol for interface between MSS Divisions to develop planning and coordination priorities.**

SERVICE CONTRACTING

MSS' role would be to administer Federal and State grants, local contributions, and direct metro funding, in order to identify appropriate service delivery agencies to fill needs, and to contract with those agencies for service delivery. A principal element of the contracting responsibility would also be contract management.

Status:

- Metro has contracted significant components of past MSS service delivery to other agencies in the County.
- MSS continues to provide Homemaker Services and Nutrition Services primarily as direct service using Department staff members.

Recommendation:

1. Metro should investigate availability of existing comparable cost information from alternative sources (Greater Nashville Regional Council Area Agency on Aging and Disability).

2. Metro should review RFP process to identify reasons for lack of participation and to encourage greater response in future solicitation.

MSS Response:

After the implementation of other audit recommendations, Metro Council passed an ordinance {BL 2005-858} requiring approval by Metro Council of all privatization contracts by Council, providing employment opportunities for displaced Metro employees, and the following information provided to Council:

- A detailed explanation of the services being privatized
- The cost for Metro to continue providing the services
- The anticipated cost-savings for the government
- The number, pay-grade, and status of positions to be eliminated
- The department plan for assisting employees in finding employment within Metro
- A schedule and procedure of providing employees information of the changes to the department and of their present and future employment status.

In addition to the requirements of the ordinance, we would need to assess the impact on our customers before any change was made – and provide them with a schedule and procedure of the change and the impact to the services that they will receive.

We have contracted with the University of Tennessee to assist us in providing this information. The initial phase, customer information, was completed and delivered to the MSS Board in 2006. They were scheduled to perform the cost evaluation in 2007 – but the contract was put on hold.

1. Our analysis of the Homemaker and Nutrition Services was to take place in two phases. The initial phase provided information concerning the level of service and customer satisfaction with those services. We contracted with the University of Tennessee (UT) to conduct that analysis and the results were presented to the Board in 2006. The second component was the cost analysis. We contracted with UT in 2007 for this analysis – however this contract was placed on hold. Now it appears that we may not have time to complete the analysis in 2007 – and funds for this work has been removed from our 2008 budget.

Along with the analysis of the pilot programs, we will obtain cost information from alternative sources such as GNRC and COA in order to provide the cost information that the Board will need to make their decision regarding these programs.

2. We have reviewed the requirements of our last RFPs for these services to determine the reasons for poor participation. We have also looked at some of the obvious items that could be modified: location, strict adherence to federal guidelines (since this is local money it is not required), requirement for vendor to do outreach and education.

3. **There has been limited response to all RFPs issued for agencies to provide services for MSS. For most of these services, there are a very limited number of potential vendors because of the specialized nature of the services. Planning and coordination staff conducted a survey of area providers in March of 2007 to determine how we could structure the program to make it more appealing to them. The survey was sent to approximately 30 organizations to identify their interest in partnering with MSS, but few expressed interest.**

QUALITY ASSURANCE

Planning and contracting functions include assurance that agencies in the County are providing the highest possible level of service possible with available resources and to assure effective and efficient delivery of those services.

Status:

- Quality Management Coordinator position and Quality Assurance Reviewer position were created.
- Positions do not report to Planning and Coordination; positions report to Director of Administrative Services (acceptable alternative).

Recommendation:

1. Reliance on contract managers (Coordinators) for contract assessment places them in a conflict of interest situation.
2. Need to split responsibility for contract management and quality assurance.
3. Department needs to justify expenses for COA accreditation; we are uncertain regarding the value of COA accreditation for a coordinating agency vs. a service delivery agency.

MSS Response

Quality assurance staffs were dedicated exclusively to support the accreditation initiative with Council on Accreditation (COA). Now that the COA site visit has been completed, the following changes will be made:

MSS will transfer the responsibility for monitoring contracts to the quality assurance unit in fiscal year FY 08. During the interim, planning, coordination, and quality assurance staff will work closely with Metro Finance to resolve procurement issues highlighted earlier in this report. Recently created internal monitoring tools will be refined. This time will also be used to involve vendors impacted by the change including the utilization of best practices prescribed by the COA. The Quality Assurance Coordinator and Reviewer will assume responsibility for reviewing MSS contracts for compliance and best practice on July 1, 2007. The Quality Assurance Coordinator is responsible for both review and oversight of the

processes and for developing corrective action plans for providers and MSS based on results of each review.

COA's standard and accreditation process promote improvement and best practice standards across the agency, not only in services but also in administration, management and planning and coordination. Benefits of accreditation are numerous and include:

- Establishes, maintains and monitors every four years the internal and external mechanisms to evaluate and improve the quality of services delivered.
- Serves as a risk management tool. Helps us focus on planning rather than being driven by crisis.
- Ensures accountability within the agency.
- Helps build agency-wide confidence in provision of services.
- Indicates to clients, partners and stakeholders that Metro Social Services has met the highest standards of the field, particularly those related to confidentiality and privacy, legal compliance, safety and security, client rights, assessment and service planning and quality of service delivery.
- External validation to customers that Metro Social Services meet or exceeds international best practice standards.
- Enhances customer confidence in agency services.

AGENCY SUPPORT

Act as a point of intake for citizens in need and to track them through the system through coordinated case management system to improve the service delivery system within the County.

Status:

- Metro created Intake and Assessment function with one Manager and four social Worker positions; function reports to Director of Adult and Family Services.

Recommendation:

- Review policies / procedures associated with phone contacts throughout the agency to track calls that may enter system at another point.

MSS Response:

The following processes and procedures were instituted in 2006 to track all calls that enter the system:

- MSS has an extensive system to track calls that enter the system at all points. Each social worker is responsible for completing a phone log used to keep a

daily record of the various customer requests received. Located on the "O" drive, this form allows the social worker to maintain a tally of customer requests. Upon completion of the call, the worker writes in the number of calls for specific requests. The Program Manager has access to each social worker's log and can determine the number of requests for services within MSS, other Metro Departments or community agencies. At the end of each month, the Administrative Systems Manager gathers this data by completing queries for MSS monthly report.

- **Phone Contact data:** To eliminate mitigating the value of the phone contact data, there is a unified form called the Initial Short Term Assistance form. Each worker answering the phone line in their perspective units (Intake and Assessment, Family Support, and Homeless) completes the form. On the form, it asks for the customer's name, contact number, address, and the name of the referring agency. The worker identifies the initial request and check by the appropriate box from a listing on the form such as financial assistance, housing, medical, etc. There is space available to record brief notes, who took the initial information and date of call. The information is then submitted to the Program Manager of that unit who decides if the referral will remain in the unit or be transferred "in house" to one of the other units. It is the Program Manager's responsibility to make the final decision regarding which unit will be assigned to assist the customer. The Program Manager must sign and date the information. Worker assignments are made and the worker must make contact with the customer no later than a 24-hour time from the date of the call. All three-program managers have masters.

ORGANIZATIONAL STRUCTURE

- Department should structure itself around three key missions that capture the new role definition: Planning and Coordination; Contracting and Quality Assurance; and, Client Intake and Referral.

Status:

- Metro created Planning and Coordination function as described; Integrated Services Coordinator changed to Research Director and a direct report to Executive Director.
- Contracting and Quality Assurance created and report to Director of Administrative Services; however, contract monitoring / quality assurance responsibility rests with Coordinator positions
- Intake and Assessment function created; component of larger direct services section.

Recommendation:

1. Develop new RFP for remaining direct service areas and solicit vendor / agency

- participation in contracting process.
2. Additional contracted services should include Adult & Family Support; Adult Homemaker; Senior Nutrition; Relative Caregiver, and, Homelessness Services.

MSS Response:

Upon completion of analyses cited earlier e.g. cost, RFP and vendor interest in providing services to be contracted, the Executive Director of MSS will make recommendations to the MSS Board of Commissioners. The MSS Board will make the decision when and if a practice shift is made.

The Homeless Unit was created in response to the original audit recommendations. The recommendation to contract out this service in the audit update contradicts the original recommendation.

DIRECTOR'S OFFICE

This would consist of the Department Director and two staff support positions. The role of the Director would be to serve as the leader of the Department's external relationships as well as the supervisor of the three primary work units.

Status:

- Existing structure has more than the proposed number of direct reports to the Executive Director.
- Executive Director is charged with leading the Department's external relationships.
- Executive Director is responsible for internal staff member management.

Recommendation:

- Consider development of an Executive Leadership Line of Business in Results Matter relating outreach and coordination efforts to overall agency performance under new business model.
- Employee survey and external agency survey information should be considered together in assessing effectiveness in meeting the goal of leading external relationships.

MSS Response:

MSS will take the following actions:

- **MSS will modify the Results Matter Plan to include an Executive Leadership Line of Business that will coordinate MSS overall performance under the current business model.**
- **All external and internal surveys will be conducted simultaneously to ensure**

timeliness of the information. During the MSS Council on Accreditation site visit, the lead site monitor noted significant differences in results garnered from the COA Staff and Community Surveys conducted in February 2007 versus results garnered from the Employee Satisfaction web based survey conducted seven months earlier in August 2006.

PROGRAM PLANNING AND COORDINATION

This unit would be responsible for social services planning and coordination functions for Adult Services, Juvenile Services, Integrated Services, Immigrant Services, and Homeless Services. The qualifications for these individuals would include extensive knowledge of the subject area; the ability to collect and analyze data on a Federal, State, and Local level, to identify trends and service needs; the ability to identify and obtain Federal, State, and local resources to fund social service programs; familiarity with the social service programs in Davidson County and the State; and, the ability to interact on a regular basis with service providers.

Status:

- Metro created Planning and Coordination unit within MSS.
- Metro recruited and hired individuals that are knowledgeable in their respective area of responsibility.

Recommendation:

- Organization needs strategic / tactical plans that support new business model

MSS Response:

The 2004 performance audit recommended that the Planning & Coordination Division develop a long-range plan for the delivery of social services in Davidson County, identify social service needs, develop service strategies and track trends. It also recommended that it coordinate social service delivery with community partners, and monitor the social service needs of the community.

The P&C Unit has worked with various government, nonprofit and faith-based organizations, as well as individuals and neighborhoods throughout the community. In April, 2007, a draft framework was submitted to the Executive Director for this social services plan which is entitled *Strengthening Davidson County's Low-Income Residents and Families*. The process for developing this plan included developing community partnerships and completing a trend analysis, both described below.

To track trends, for several months, Planning & Coordination gathered data, sought input from community partners and stakeholders and analyzed the information to develop a trend analysis. The FACT PACK trend analysis initiated in 2005 was updated and expanded by planning and coordination

staff in March, 2007. The updated Trend Analysis was submitted to the Executive Director. It includes Population Information, Poverty, Income, and Financial Information, Family Issues, Health Information, and specific information about Adults/Seniors, Children/Youth, Immigrants and Homelessness. The trends were used to develop the comprehensive social service plan

Strengthening Davidson County's Low-Income Residents and Families is a plan for how the Nashville community can work together to address specific needs in:

- Access To Services,
- Education,
- Housing,
- Systems Development, and
- Workforce Development

Strengthening Davidson County's Low-Income Residents and Families includes goals, action steps, outputs and results designed to improve the quality of life for Nashville's low-income residents. In order for the plan to be implemented, a significant level of community collaboration and inter-agency cooperation is essential. The plan focuses on issues related to Adults/Seniors, Children/Youth and Immigrants. The Strategic Plan to End Chronic Homelessness and the ordinance which created the Homelessness Commission will continue to guide the work related to homelessness.

FINANCE, ADMINISTRATION, CONTRACT MANAGEMENT, AND QUALITY ASSURANCE

Once the Planning and Coordination Unit has identified contracting needs and opportunities, it would become the responsibility of the Finance, Administration and Contract Management unit to develop the service contracts, work with Metro Purchasing to obtain competitive proposals where appropriate, execute and administer the contracts, and evaluate contract performance. Quality assurance personnel would also work with the Planning and Coordination staff to conduct broad program evaluations and developing scopes of work for future contracts. A key role of the quality assurance staff would be to establish meaningful performance measures for contract service providers and to evaluate the use of Metro resources to accomplish established performance goals

Status:

- Metro created Administrative Services function that includes finance, administration and contracts.
- Contract monitoring / quality assurance function transferred to the Planning and Coordination function.

Recommendation:

1. RFPs / contracts for pilot projects should be revised to attract greater interest and participation.

2. RFPs / contracts should be developed with performance management components to ensure the continuing ability to monitor and assess contract performance and service provision

MSS Response:

1. **We have reviewed the requirements of our last RFPs for these services to determine the reasons for poor participation. We are conducting a survey of area providers to determine how we could structure the program to make it more appealing to them. We have also looked at some of the obvious items that could be modified: location, strict adherence to federal guidelines (since this is local money it is not required), requirement for vendor to do outreach and education.**
2. **Each RFP is written with a section called “contractor responsibilities” those items and the reporting responsibilities, which are also defined in the RFP, are included in the monitoring tool. Each contract is assigned a monitor who does a quarterly review of their contract with a report to management.**

CLIENT SERVICES COORDINATION

This unit will be the service outreach of the Department. It would consist of two elements that support client case management. The first of these is a client intake staff. These persons would be responsible for receiving incoming calls, obtaining necessary information from the clients and referring the clients to the appropriate service agency.

Status:

- Intake and Assessment unit created and staffed

Explanation of Status:

- Staff members are concerned that staffing levels may not be adequate given increasing client service demands.
- Not all calls go through the Intake and Assessment Unit, possibly mitigating the value of the phone contact data.

Recommendation:

- Review staffing levels with regard to changing processes brought about by program development.

MSS Response:

A request for five additional case management positions was not funded in the FY08 budget. Program managers have been proactive in developing creative ways to address inadequate staffing levels in all units. All case management staff has been cross-trained in all units and act as back up or support to units facing increased client service demands.

Development, implementation, and maintenance of a master database system

The second work element of this division is the development, implementation, and maintenance of a master database system that can serve as a countywide client service database. The staffing model recommended here would be appropriate for maintenance and operation of the database: a database administrator who would be responsible for upkeep of the actual data, a network administrator who would provide hardware and operating system support for the network on which the database would reside, and a programmer analyst who would continue system maintenance once the system is ready to go-live. While, developmentally, the focus will need to be on internal clients for Metro at the outset, it should be designed such that its use can be extended to other agencies providing services under Metro contract will be able to use it for central client management.

Status:

- Metro created Director of Systems position and Systems Analyst position in MSS.
- MSS IT staff working with Metro IT in development effort, multiple stakeholders in multiple agencies must be accommodated by business case development supporting new system.
- Other agencies involved include Metro Action Commission (MAC); Metro Health Department; Metro Development and Housing Authority (MDHA); and, MSS.

Recommendation

- Review staffing levels with regard to changing processes brought about by program development.

MSS Response:

MSS partnered with ITS to initiate the “Metro Enterprise Case Management System” project. This project is lead by ITS and involves Metro Social Services, Metro Action Commission, and possibly Health and MDHA. So far, requirements have been submitted by MSS to ITS (in November of 2006). Once ITS receives all requirements, the next step will be the request for information to receive more detailed cost info from possible vendors. Once that is completed, then the RFP process will start. Dates for estimated completion would be 12-18 months or 2009.

ADULT HOMEMAKER PROGRAM

This program should be contracted on a competitive proposal basis

Status:

- Metro has retained this program in MSS.
- MSS engaged in pilot project with single vendor (ongoing).

Recommendation:

1. Independent, third party review of entire RFP process associated with pilot project to determine reasons for lack of participation and structure of comparison operations
2. Homemaker service programs are routinely contracted to local councils on aging or senior citizen support groups such as Senior Citizens, Inc. The Greater Nashville Regional Council (GNRC) Area Agency on Aging and Disability (AAAD) currently provides services through 16 homemaker providers, 17 personal care providers, and 22 family caregiver providers.
3. Meet directly with these groups to determine feasibility of their participation in a contracted service program.
4. Develop service and unit cost comparisons for RFP preparation
5. Proposed UT work plan for cost analysis of pilot project should be reviewed to ensure valid and comparable service and cost comparisons.

MSS Response:

1. **We will work with Purchasing to get an independent review of the RFP process to determine reasons for lack of participation and structure of comparison operations.**
2. **GNRC and TDHS contract with agencies in Davidson County to provide homemaker services other than MSS. The issues that would impact the transition are:**
 - **MSS is one of the larger providers – placing the volume of customers that we currently serve with other providers would be a challenge**
 - **We currently have a waiting list – which means that even with MSS providing service there are not enough providers in Davidson County. If we stop providing services, then it is probable that many frail and elderly seniors will not be served.**
3. **If MSS decided not to provide Homemaker Services directly, the probability is that the services that are funded by external funding (TDHS and GNRC) will be transferred by those grantors to another agency. We would only be looking at the local dollars to fund homemaker services.**
4. **While we have unit cost information based on current information – we need information developed that would show comparable costs for both operations that would show all the associated costs under each scenario (contracted vs. in-house). Because it appears that UT will not be able to do this before 6/30 (see below) – the information will have to be developed in house.**
5. **We contracted with UT in 2007 and this contract was placed on hold. Now it appears that we may not have time to complete the analysis in 2007 – and funds for this work have been removed from our 2008 budget.**

NUTRITION PROGRAM

This program could either be assigned to MAC, as an expansion of that agency's mission or contracted to a private not-for-profit provider.

Status:

- Metro has retained this program in MSS
- MSS engaged in pilot project with single vendor operating congregate meal site.

Recommendation:

- Independent, third party review of entire RFP process associated with pilot project to determine reasons for lack of participation and structure of comparison operations.
- Nutrition programs are routinely contracted to local councils on aging or senior citizen support groups such as Senior Citizens, Inc. The Greater Nashville Regional Council (GNRC) Area Agency on Aging and Disability (AAAD) currently provides nutrition services at 33 nutrition sites.
- Meet directly with these groups to determine feasibility of their participation in a contracted service program.
- Develop service and unit cost comparisons for RFP preparation.
- Proposed UT work plan for cost analysis of pilot project should be reviewed to ensure valid and comparable service and cost comparisons

MSS Response:

MSS will take the following actions:

- 1. We will work with Purchasing to get an independent review of the RFP process to determine reasons for lack of participation and structure of comparison operations.**
- 2. GNRC contracts with agencies in Davidson County to provide nutrition services other than MSS. MSS is one of the larger providers – placing the volume of customers that we currently serve with other providers would be a challenge.**
- 3. If MSS decided not to provide Nutrition Services directly, the probability is that the services that are funded by external funding (GNRC) will be transferred by GNRC to another agency. We would only be looking at the local dollars to fund nutrition services.**
- 4. While we have unit cost information based on current information – we need information developed that would show comparable costs for both operations that would show all the associated costs under each scenario (contracted vs. in house). Because it appears that UT will not be able to do this before 6/30 (see below) – the information will have to be developed in house.**
- 5. We contracted with UT in 2007 and this contract was placed on hold. Now it appears that we may not have time to complete the analysis in 2007 – and funds for this work have been removed from our 2008 budget.**